S92 0258

SCOTT

MANAGING ADMINISTRATIVE TRAVEL RESTRICTIONS

James F. Scott
Resource Assistant
Crescent Ranger District
Deschutes National Forest

P.O. Box 208
Crescent, Oregon 97733
(503) 433-2234

Clemson Class of 1987
January 23, 1989 - Final

This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest Service policy nor are opinions expressed those of anyone other than the author.

87

Author: James F. Scott
Resource Assistant
Crescent Ranger District
P. O. Box 208
Deschutes National Forest
Crescent, Oregon 97733
(503) 433-2234

Title: Managing Administrative Travel Restrictions

Abstract: Numerous administrative travel restrictions are in effect throughout the Deschutes National Forest.

Management of the Forest Supervisor's orders which impose these restrictions has become increasingly complex and implementation of a new Forest Plan is expected to further complicate administrative restriction management.

Utilizing the Format Entry System (FES) facility available on the Data General system a database was developed which provided a means of consolidating and managing administrative restrictions and the information needed to produce a Travel Map.

ACKNOWLEDGEMENTS

I want to thank Brenda Woodard for allowing me the time needed to complete this project. I recognize the additional workload it placed on the folks in my department and thank them for their extra effort. I could not have consolidated all the restriction data and management area information without the help of people from the other Districts and the Supervisor's Office.

This paper documents a process for collecting and consolidating administrative restriction information. The products are a system for managing Forest Supervisor's orders and a database of information needed to produce a Forest Travel Map. I hope my efforts make the final step a bit easier.

I appreciate the support and encouragement offered by Bernie Smith and Tom Andrade. It's nice to work for an outfit that encourages its employees to seek a better way to get a job done.

And last but not least, thanks to Dale VandeWeg for her support, proofreading and editing.

TABLE OF CONTENTS

ABSTRACT i

ACKNOWLEDGEMENTS ii

TABLE OF CONTENTS iii

EXECUTIVE SUMMARY 1

PURPOSE AND SCOPE 2

LITERATURE REVIEW 2
Travel Map Format
FES Database
Current Situation

PROCESS 3
Database Design
Reasons for Imposing Travel Restrictions
Prohibitions, Periods and Exceptions
Data Collection
Databata and PRESENT Capabilities
Using the Database as a Forest Supervisor's Order.

RECOMMENDATIONS 6
Employ the "ORDERS" System
Marketing the System

BIBLIOGRAPHY 8

APPENDIX A. - "ORDERS" Database 9
Suggested cover sheet for Supervisor's Orders
Data Input Sheet
Input Sheet Instructions and Acceptable Entries

APPENDIX B. - Direction and Policy 15
Excerpts from Proposed Forest Plan
ORV Policy

APPENDIX C. - Sample "PRESENT" Reports 20

EXECUTIVE SUMMARY

Administrative restrictions are often complex and difficult to understand. Special management designations such as Old Growth, Spotted Owl Habitat Areas and Bald Eagle Management Areas have resulted in an increase in the number and complexity of restrictions. There is no central repository for all of the management information relating to individual restrictions. The Transportation Information System (TIS) is an existing database of general engineering information needed to manage roads or trails. The Trail Information System (TRIS) is a system designed to allow user-friendly public access to trail information. A Geographic Information System (GIS) will be available throughout the Forest Service early in the next decade. GIS technology will marry information databases and a graphics system. A preliminary step toward realizing that eventual reality is the development of databases which store information needed to manage particular resources or activities. The system resulting from this project provides a method to manipulate travel restriction information and manage the Supervisor's Orders upon which travel restrictions are based.

PURPOSE AND SCOPE

The genesis of this effort was the pending implementation of the Deschutes National Forest Land Management Plan[1] which directs issuance of a Forest Travel Map. At the outset, the focus of the project and the desired end product were the Travel Map. Following the initial literature search it became evident that selection of a Travel Map format was not an end but rather a starting point. The real work would be: gathering, interpreting and verifying information, eliminating inconsistency and, finally, fitting the information into the right boxes - the Travel Map format.

As much as we would like Travel Maps to be more of an opportunity-oriented product, the current basis for Travel Mapping by the Forest Service is public notification of existing restrictions - Supervisor's Orders. The main thrust of the project is to develop a system which will: simplify management of increasingly complex Supervisor's Orders which impose a large number of individual travel restrictions; and, better serve our publics by providing the information base needed for production of a Forest Travel Map.

LITERATURE REVIEW

Travel Map Format

Executive Orders[2], regulations, Forest Service Manual direction, Forest Land and Resource Management Plans and existing Forest Travel Maps comprise the literature specific to Travel Map development and closure order management.

Deciding on a format for the Deschutes National Forest Travel Plan Map began with a review of District and Forest files, informal discussions with individuals familiar with user needs and perusing many existing Travel Maps.

The ideal Travel Map would be an opportunity map which answered the question, "Where can I go to ride?" Although none of the Travel Maps reviewed were specifically opportunity maps, the "Hunter Education - Student Kit" developed by Cliff Blake as part of Region 4's Tread Lightly program includes a sample which is the best format around. The Uinta National Forest's Travel Map, which employs this format, came close to jumping the big opportunity/restriction hurdle.

The Region 4 map format and Tread Lightly program is a consistent and understandable approach and we adopted their format for this project and recommend adopting the format and the program.

FES Database

The number of individual restrictions in effect on the Forest and the number of other variables involved suggested the use of a computer to store and manipulate information.

We decided to use the Data General (DG) to consolidate closure order information. Volumes could be written about the advantages of using a Personal Computer (PC) for this purpose instead of the DG and vice-versa. The fact that the DG and the Format Entry System (FES) facility are currently available to all units and that the DG has the capability of communicating among units were the basis for deciding to use the DG. In any case, this decision limited the need to learn to use a database other than the DG's FES facility[3]. It was also the least costly way to accomplish the project.

Current Situation

If every area, trail and road segment upon which an administrative restriction has been imposed were to be counted as an individual restriction, then there are more than 640 restrictions currently in effect on the Deschutes National Forest. There are only about 40 Supervisor's Orders in effect. Both statements represent the current situation. The fact is that the existing Supervisor's Orders number only about 40 and impose some type of restriction on 640 areas, roads and/or trails. Because some roads are within areas having combination closures (area and included roads), it is quite likely that the actual number of individual restrictions within the Deschutes National Forest exceeds 1000. The important feature of this discussion is that the production of a Travel Map is based on bringing the individual pieces of the puzzle together. Putting the pieces together on a map does not, however, eliminate the necessity for continuing to deal with the individual pieces. In other words, a decision to restrict travel is made in relation to a specific situation, location and objective, and managing an impact on a resource requires tracking and monitoring that situation, location and objective over time.

PROCESS

Database Design

The ultimate database would include everything known about anything, it would be completely accurate, simple to use and the data would have been collected and keypunched by someone besides ourselves. No such luck! The ease and utility of manipulating the information in a completed, rationalized and polished database gives little clue to the difficulty encountered in designing a database to answer certain

predeterminded questions. If attention is not given at the outset to identifying the questions to be answered and defining the limits of acceptable input, a database that is inflated with duplicated and/or superfluous information will result.

The process of designing a database and providing the information is time-consuming, but it forces the manager to answer many basic questions. In addition, the data collection process clearly displays the variations among managers in interpreting and applying management objectives.

The purpose of the database is to provide: 1) a system for managing Supervisor's Orders; and, 2) information for a Travel Map. It was, therefore, necessary to limit the individual pieces of information needed to answer the questions that a Supervisor's Order or a Travel Map would answer plus information needed for long-term tracking of each individual entry or record.

Reasons for Imposing Travel Restrictions

The three general reasons for imposing travel restrictions as identified in the Executive Orders, Code of Federal Regulations[4] and Forest Service Manual Direction which mandate ORV planning are:

1) Public Safety, 2) User Conflict, and 3) Resource Damage.

Citing broad reasons such as these three when notifying the public of restrictions may be acceptable on a Travel Map but specific reason for needing to restrict travel must relate to specific management objectives if the restrictions imposed are to be defensible and consistent.

A list of reasons for imposing restrictions was developed by extracting, categorizing and consolidating reasons cited in: existing Forest Travel Maps; current Supervisor's Orders; and, by managers. This list is found in Appendix A and represents the acceptable entries for Item #9, "OBJECTIVE/REASON," on the database input sheet. These objectives are understandable, defensible and consistent with regulations and the Forest Plan. It follows that restrictions shown on our Forest Travel Map must be based on these reasons and that these also be the basis for Supervisor's Orders so that consistency between the two is maintained.

Prohibition, Period and Exceptions

Much the same process was followed to define the acceptable entries for input sheet Items 7, 8 and 10 - Prohibition, Period and Exception. However, the initial data collection did not limit the information that might be entered in these spaces. The reasons for not limiting or

defining what could be entered on the first go-around were to display the diversity of response and avoid missing important information. After displaying the range of the input received to the managers involved, a consensus was reached on the list of possible entries needed by these managers.

Data Collection

Data was collected by first mapping all restrictions on the Forest and then by completing a data input sheet for each individual area, road or trail having a restriction. Extracting information from existing Supervisor's orders was tedious work. The number of records entered in the database eventually exceeded 640 and each input sheet required up to 20 entries. Initial reaction by a number of folks was, "Wait a minute, aren't we trying to reduce the number of orders, not blow them out of sight?" Contrary to first appearances, the result of the effort is a single, easily-revised order which replaces perhaps 40 other orders that had in themselves each imposed an average of 30 individual restrictions. It seemed to be an exercise in separating things to the ridiculous for the purpose of combining them into one.

Database Capabilities

Once all the data is collected, corrected and input, what can it do for us? The very nature of the electronic database is to allow selection and/or sorting of data by any of the categories or fields of entry for which data has been input. The Data General's PRESENT facility provides us with a system to design and format a report which selects, sorts and summarizes information from the database in a manner which responds to our needs. Data General system managers on every Forest Service unit have the documentation and instructions for the use of DG's FES databases and PRESENT facility to query a database and design a report which answers specific questions.

The "ORDERS" database, as here described, would reside in the Data General environment. Duplicates of the complete Forest database would be stored on each District's DG system. The database at the District offices would merely be replaced electronically each time the "master" or official copy of the database in the Supervisor's Office was revised.

Current restriction information would be at the fingertips of information receptionists. This would improve service to the public and eliminate the frustration experienced by the receptionist when trying to interpret closure orders or while trying to locate the missing staff person who has the answer. Project planners and Supervisor's Staff would have database access and the ability to manipulate restriction information to answer their questions.

This could save a significant amount of their time as well as the time spent by District people trying to hand-crank answers to the infamous "unscheduled report" and "just a quick question" information requests.

How many miles of road are closed by Supervisor's Order on Crescent District? How many acres of the Deschutes National Forest are closed to motorized vehicle to maintain elk habitat quality? Can I ride my ATV on trail number 42? Questions such as these are continually asked by the public and ourselves. Appendix C includes a few sample PRESENT reports which have been prepared using the existing database. These reports are intended to show what type of reports may be generated using the database. Because the purpose for these sample reports is demonstration the data presented may not represent actual facts about the Deschutes National Forest.

Using the Database as a Supervisor's Order

The elements of a Supervisor's Order which are required to meet legal obligations are: proper citation of the source of authority; specificity and clarity in defining what is prohibited; when it is prohibited; what, if any, exceptions to the prohibitions are allowed; and, approval of the Order by the authorized individual. These requirements are, therefore, included in the Input Sheet. To use the database as a Supervisor's Order, all that need be done is to print a PRESENT report which is designed to list those requirements and preface that report with a cover sheet which quotes the citation giving the Supervisor authority to issue the order, the Forest Supervisor's signature and the date promulgated (see Appendix A for suggested Supervisor's Order cover sheet and an abreviated sample of the finished product).

RECOMMENDATION

Employing the "ORDERS" System

It is recommend that the Deschutes National Forest initiate use of the "ORDERS" database to replace the current system for displaying and tracking Supervisor's Orders (See Appendix A).

Marketing the System

Our people who communicate daily with the public are those who would notice the benefits of this tool most quickly. The force needed to overcome the inertia of an in-place system is the unilateral dictate from the boss (Forest Supervisor) to change it.

The "ORDERS" system will better serve the public and the Forest Supervisor wishes to improve service to the public. Therefore, the Forest Supervisor is likely to choose to employ the system.

The elements of this simple syllogism are to establish the value of the system to the information receptionists and to convince the Forest Supervisor that the system better serves the public (there are publics within as well as outside the organization).

Our receptionists will respond positively to a system that they can use with ease and which gives them the right answer. To accomplish this the database must contain correct and complete information and the receptionists must be trained to use the DG's PRESENT facility. The following steps comprise the marketing strategy for the system:

1. Arrange PRESENT training as a topic for an upcoming monthly receptionist meeting.

2. Proof and correct the information currently in the database.

3. Demonstrate the system at a receptionists meeting.

4. Ask the receptionists to invite the Forest Supervisor to a subsequent monthly meeting and demonstrate the system to the Supervisor with the receptionists manipulating the data.

BIBLIOGRAPHY

1. Deschutes National Forest, 1988, Draft - Land Management Plan, Larry Mullen and others, Working Papers, Unpublished.

2. President Richard M. Nixon, Executive Order 11644 as amended by President Jimmy Carter, Executive Order 11989, Use of Off-Road Vehicles on the Public Lands, 37 FR 2877 (Feb. 9, 1972), 42 FR 26959 (May 25, 1977)

3. DATA GENERAL CORPORATION, Revison 2.03, September 1986, Format (or Forms) Entry System User Documentation (Electronic file :FES:FES_USERS_MANUAL.WRD)

4. Code of Federal Regulations, Revised July 1, 1986, Parks, Forests, and Public Property, Title 36, Parts 261 subpart B section 261.50 and Part 295 section 295.4, Special Edition of the Federal Register, Office of the Federal Register National Archives and Records Administration, Washington D.C.

APPENDIX A.
"ORDERS" DATABASE

(Suggested cover sheet for Supervisor's Order using PRESENT report of ORDERS database information to list specific restriction information.)

SUPERVISOR'S ORDERS

FOR THE

DESCHUTES NATIONAL FOREST

Pursuant to 36 CFR 261.50 (a) through (e) this Order is issued and the following prohibitions, based on the authority cited, shall apply to the area, road or trail indicated with only those exceptions noted being allowed.

In addition, pursuant to 36 CFR 261.50 (e) the following persons are exempt from this order: 1) Persons with a permit specifically authorizing the prohibited act or 2) any Federal, State of Local officer or member of an organized rescue or firefighting force in the performance of an official duty.

Done at Bend, Oregon this _____ day of _____, 19___.

By: _____ Forest Supervisor

This order supercedes and cancels all previous orders.

Violation of these prohibitions is punishable by a fine of not more than $500.00 or imprisonment for no more than 6 months or both (Title 16 USC Section 551)

SUPERVISOR'S ORDERS

ENTRY	Authority Cited	Prohibition	Category	Name/Number	From	To	Period
	Exception						
88515	261.56	Motor Vehicles	Area	Six Creek			Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88075	261.56	Motor Vehicles	Area	Spruce			12/1-3/31
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88014	261.54a,55b,56	Motor Vehicles	Area/Rd/Trl	Mt Bachelor			Yearlong
	Designated routes						
88249	261.54a	Motor Vehicles	Road	4260 055	Rd 4260 050	End	Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88250	261.54a	Motor Vehicles	Road	46600000	Rd 40 N. Jct.	Rd 46 S. Jct.	12/1-3/31
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88251	261.54a	Motor Vehicles	Road	4260 057	Rd 4260 055	Rd 4260 056	Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88065	261.56	Motor/Mechanical Vehicles	Area	Hosmer			Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88022	261.54a,55b,56	Motor/Mechanical Vehicles	Area/Rd/Trl	Cultus River			Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88015		Motor/Mechanical Vehicles	Area/Rd/Trl	Lakes Kwolh			Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88021	261.55b,56	Motor/Mechanical Vehicles	Area/Rd/Trl	Many Lakes			Yearlong
	Snowmobile or class 1 ATVs on continuous snow cover sufficient to protect underlying soil and vegetation						
88548	261.55b	Motor/Mechanical Vehicles	Trail	#12 Round Lake Trlhead		Wilderness Bndry	Yearlong
	By permit, emergency vehicles and officer in line of duty.						
88798	261.55b	Being on trail	Area/Rd/Trl	Pothole ATV			Yearlong
	Designated routes						

INPUT SHEET FOR "ORDERS" DATABASE AND RECORD OF RESTRICTION ACTION

1. Order/Entry number	(6)*	_____
2. Attachments	(1)	__
3. Category	(12)	_____
4. Authority Cited	(15)	_____
5. Region, Forest, District	(6)	_____
6. Districts Involved	(4)	_____
7. Prohibition	(30)	_____
8. Period	(12)	_____
9. Objective/Reason	(30)	_____
10. Exception	(30)	_____
11. Included in travel map	(1)	__
12. Name/Number	(15)	_____
13. Enforcement action planned	(30)	_____
14. Termini - a. From:	(17)	_____
- b. To:	(17)	_____
15. Expiration date	(6)	_____

Optional Information

16. Legal Description (geographic center)	(17)	_____
17. Area Size	(5)	_____
18. Length	(6)	_____
19. Comments	(30)	_____
20. Blank	(30)	_____

_____ _____

FOREST SUPERVISOR DATE

* Numbers in parenthsis are maximum characters allowed for entry.

INSTRUCTIONS FOR COMPLETING THE ORDERS DATABASE INPUT SHEET

1. Year plus consecutive number.

2. Y or N. All closures or restrictions submitted must show on a map or exhibit and an enforcement plan and objective statement must be attached to the input sheet. (Items 9 and 13 below are short summaries of these attachements).

3. R=road, A=area, T=trail, C=campground, ART=area, roads an trails

4. 261.50a thru 261.56, Wilderness Act, State game reg, etc.

5. Region = 06, Forest = 01, District 01 or 02 or 03 or 05.

6. Bend = 1, Crescent = 2, Fort Rock = 3, Sisters = 5, Multi-forest = 4 and Regionwide = 6.

7. Either: being on/in, camping, dogs, fires, mechanical vehicles, motorized vehicles and pack/saddle stock are acceptable entries.

8. Either: 12/1-3/31, 2/1-3/31, 3/1-7/31, HUNT SEA., YEARLONG or FIRE SEA. are acceptable entries.

9. Either: 1A-C, 2A, 3A-D (See "ACCEPTABLE ENTRIES FOR ITEM #9 on next page).

10. Either: Standard (means by permit, emergency vehicles or officer in line of duty), ATVI (means class 1 ATV as defined in Oregon Revised Statutes), SNMB/ATVI (means Snowmobiles and class 1 ATVs on continuous snow sufficient to protect underlying soil and vegetation) or Designated (meaning area, site, road or trail shown on travel map and/or designated on the grounds as an exception to the order).

11. N = not intended to be included on travel map but to be tracked by database. Y = Is currently included on travel map. P = Is not currently on travel map but is proposed for inclusion at time of next revision. D = Is included in database or on travel map and is to be deleted at next update.

12. Place name if an area or system number for road or trail.

13. Abbreviate enforcement action is planned (Bndry signs/Patrols).

14. For roads and trails (as shown on map)

15. Unless this order is for a definite period enter NONE.

16. Twnsp 15 S., Rng. 6 1/2 W, Sec. 20, NWNW =T15OSR065WS2ONWNW.

17. Acres to nearest acre. 18. Miles to nearest one-tenth.

19. and 20. Any additional comments - notes to yourself.

ACCEPTABLE ENTRIES FOR ITEM #9 - OBJECTIVES/REASONS

1. PUBLIC SAFETY
   A. Road or trail not designed, constructed or maintained to a standard which is safe for a particular use or activity.
   B. Terrain not conducive to public safety for a particular use or activity.
   C. Unsafe for a particular vehicle type or activity due to congestion, use level, traffic pattern or traffic type.

2. USER CONFLICT
   A. Particular use or activity would conflict with the reason for special area designation such as: winter motorized snowplay area, motorized trail vehicle play use area, Special-Use Permit area, Special Interest Area, Intensive recreation area, nonmotorized recreation experience area, nordic trail, groomed snowmobile trail, hiker trail, equestrian trail, non-motorized hunting opportunity.

3. RESOURCE DAMAGE/PROTECTION
   A. Soil, water and vegetation - Prevent soil erosion and compaction, prevent increased sediment loading, maintain soil productivity, maintain water quality within municipal watershed, prevent damage to fragile vegetation, protect young trees or plantation areas, maintain old growth for vegetative diversity and genetic variety (fire restrictions during extreme burning potential conditions would fall in this category as would potential for pollution if overnight use were to be allowed).
   B. Wildlife, big game and sensitive, threatened or endangered plant and animal species - Reduce big game harassment: while they are on their winter range, during calving and while rearing young, provide big game escapement opportunity from otherwise highly-mobile hunters during hunting seasons, reduce impacts on S,T&E bird species during nesting and rearing, reduce impacts on S,T&E mammal species, prevent distruction of S,T&E plant species, provide old growth habitat for dependant wildlife species.
   C. Facilities and improvements - Prevent damage to special research projects or study areas, protect facilities from vandalism, prevent theft, reduce maintenance costs.
   D. Wilderness resource and esthetic values - Maintain Wilderness character on Wilderness access route, maintain character of undeveloped recreation management area, maintain visual quality objectives in highly visible areas, protect Research Natural Areas.

APPENDIX B.
DIRECTION AND POLICY

Excerpts from Proposed Forest Plan (Early Draft - Not Final)

"Other documents have been or will be developed to give additional and more specific guidance to management activities within the direction that is established in this Plan. These documents are needed for site-specific information or to carry out the direction in this Plan. These activities include: An accompanying map showing areas with and without restrictions on motorized vehicles."

"The Forest will also offer additional opportunities for all-terrain vehicles and off-road vehicles such as motorcycles for summer use. Part of the Forest Service road system that is not maintained for public use and that is not involved in logging operations will be open for this use."

The Plan indicates that trails may be constructed in any Management Area unless specifically excluded or constrained by the Management Area direction and that emphasis on new trails will be to encourage loop routes and focus on accessing special features.

Trails are to be designed, managed and maintained to minimize impacts on riparian ecosystems. Use of mechanized equipment off roads and pre-established trails will be regulated to protect the soil resource. Existing trails and roads will be used whenever feasible or practical.

"If an area is determined to be essential habitat for bald eagles, spotted owls, osprey or other raptors it will be protected from adverse modification through curtailment of conflicting activities, modification of activities, seasonal restriction of activities, or avoiding the area and active nests will be protected during the nesting season and disturbing human activity will be restricted from March 1 to August 31 within a 1/4-mile radius."

Opportunities for ORV use on other than system roads will not be provided in areas of concentrated recreation use or where senstive resource values would be adversely affected. Future planning will define areas where ORV's may be used and the necessary management requirements for their use within the river corridors.

Signing is to identify resource management objectives and Forest orders governing off-road vehicle use. Forest Officer contacts with individuals and ORV user groups will be aimed at educating people about ORV impacts on Forest resources.

MANAGEMENT AREA 1 (Special Interest Areas) - Off-road vehicles will be allowed only on designated routes or within areas where their use is compatible with the purpose of the special areas. Snowmobiles will be permitted where the depth of continuous snowcover is adequate to protect other resources from adverse impacts from this activity.

MANAGEMENT AREA 2 (Research Natural Areas) - The area will be closed to all off-road motorized vehicle use except over-the-snow vehicles in winter.

MANAGEMENT AREAS 3, 4, and 5 (Bald Eagle, Spotted Owl, and Osprey) - Seasonal restrictions on recreational activities such as hunting, boating and off-road vehicles may be needed but will be determined on a case-by-case basis....

MANAGEMENT AREA 6 (Wilderness) - Use of motors or mechanized equipment is prohibited.

MANAGEMENT AREA 7 (Deer Habitat) - Restrictions on motorized and ORV recreation could be implemented on a seasonal basis between December 1 and March 31 and during big game seasons.

MANAGEMENT AREA 8 (General Forest) - Generally, off-road vehicle use is allowed. Closures and restrictions will be established where over-the-snow vehicle use will threaten or damage other resource values such as plantations, soils, and wildlife. Over-the-snow vehicles may be permitted when the depth of continuous snow cover is adequate to protect other resources from adverse impacts. Some roads, trails or areas may be designated for nonmotorized winter activities such as cross-country skiing to the exclusion of over-the-snow vehicles and other motorized equipment.

MANAGEMENT AREA 9 (Scenic Views) - Occasional ORV use is permitted. When this activity begins to adversely impact the visual qualities of these areas, restrictions will be imposed on ORV activities. These restrictions may include prohibition on types of equipment used, seasonal closures or total closures. Over-the-snow vehicles will be allowed when the depth of continuous snow cover is adequate to protect other resources from adverse impact. Some trails or areas may be designated for nonmotorized winter activities such as cross-country skiing along with, or to the exclusion of, over-the-snow vehicle use.

MANAGEMENT AREA 10 (Bend Municipal Watershed) - Nonmotorized, dispersed recreation is permitted. Developed recreation facilities will not be constructed. Over-the-snow vehicles will be permitted on designated routes and areas when the depth of continuous snowcover is adequate to protect other resources from adverse impact of this activity. The Bend Watershed Management Area will be generally managed to the Recreation Opportunity Spectrum standard of Semiprimitive Nonmotorized. Semiprimitive Motorized standards can apply to areas where seasonal motorized use routes may be located.

MANAGEMENT AREA 11 (Intensive Recreation) - Motorized-mechanized vehicles will be restricted to designated routes or areas. Restrictions on use of over the snow vehicles will be determined on a case-by-case basis. In those areas where they are permitted, over-the-snow vehicles will be allowed when the depth of continuous snowcover is adequate to protect other resources.

MANAGEMENT AREA 12 (Undeveloped Recreation) - Use of motorized vehicles will be restricted to designated roads and trails. Over-the-snow vehicles will be allowed when the depth of continuous snowcover is adequate to protect other resources from adverse impacts except on the Pacific Crest Trail which is closed to motorized use. Refer to the Off-Road Vehicle map.

MANAGEMENT AREA 13 (Winter Recreation) - Cross-country skiing and over-the-snow vehicle trails are provided and located to minimize conflict and to keep hazards to a minimum. Parking lots, shelters and visibly signed routes are necessary to support the recreational activity. This Management Area can be zoned to minimize conflicts between motorized winter activities and nonmotorized activities. Individual roads or trails can be designated for separate uses. Areas closed to motorized activities will be shown in the Off-Road Vehicle (ORV) Plan. Areas closed to motorized activity could change as use patterns change. The ORV Plan would be amended to show such changes.

MANAGEMENT AREA 14 (Oregon Cascade Recreation Area) - Use of motorized vehicles will be restricted to designated roads and trails. Over-the-snow vehicles will be allowed when the depth of continuous snowcover is adequate to protect other resources from adverse impacts.

MANAGEMENT AREA 15 (Old Growth) - Off-road vehicles (except snowmobiles) are not permitted. Snowmobiles may be allowed when the depth of continuous snow cover is adequate to protect vegetation from damage.

MANAGEMENT AREA 16 (Experimental Forest)

In the area along Deschutes River between Roads 44 and 4370 ORV use is allowed (primarily for dispersed area camping access). When such use causes intolerable deterioration or degradation, action will be implemented to correct this condition. In the remainder of the Experimental Forest ORV activity will be prohibited, except for over-the-snow vehicle use which can continue as long as it does not adversely impact a resource. Over-the-snow vehicles can be excluded from specific areas to prevent interference or damage to research projects in progress. This will normally be accomplished by signing and posting these areas.

Off-road Vehicle Policy

National

Off-road vehicles are a legitimate use of the public lands. Each Federal agency is expected to study and determine land use capabilities and capacities, and to delineate areas of conflicting recreation use.

The purpose of off-road vehicle planning is to establish policies and provide procedures to ensure that the use of such vehicles on public lands will be controlled and directed to protect resources, maintain recreational experience opportunities, minimize conflicts among various users, and promote the safety of all users of those lands.

All Wildernesses and certain National Trails are closed to all motorized off-road vehicles use.

Regional

All National Forest System lands outside of Wildernesses are available for dispersed vehicular recreation use unless restrictions or closures are established through the continuing resource planning process. Recreation vehicular travel is a part of outdoor recreation.

Closures and restriction will be held to the minimum necessary to meet land management objectives.

Procedures for signing, mapping, and enforcing off-road vehicle regulations will be standardized and kept current.

Deschutes National Forest

We will have as few restrictions as possible.

Needless damage to the resources will not be allowed.

We will meet the desires of the Forest user wherever possible.

This Travel Map will be reviewed annually. Public input will be considered and necessary changes made.

APPENDIX C.
SAMPLE REPORTS

(Facsimile report indicating the number and type of restrictions that were in place when database was first developed.)

3/24/88 3:19:56 PM Database ORDERS Report PROHIBIT Page 1

WHAT TYPE OF PROHIBITIONS EXIST AND HOW MANY ARE THERE OF EACH?

PROHIBITION	NUMBER OF TIMES CITED
Being on Trail	3
Camping	2
Camping & Motor Vehicles	10
Camping between Lake & Rd 2070	1
Dogs, Fire, Motor Vehicles	3
Dogs, Motor Vehicles	2
Dogs, Fires, PK, Sad, Vehic	1
Fires, Motor Vehicles	4
Horses, Mechanical/EQ Vehicles	2
Horses, Motor Vehicles	5
Mechanical/EQ Vehicles	14
Motor Vehicles	573
Motor Vehicles,Stock,Mechanize	7
Motor Vehicles,livestock,mech	2
Motor/Mechanical Vehicles	11
Grand Total.	640 Records

Note: This summary report resulted from an initial query of the database. It indicated that some inconsistencies existed in prohibitions among the Districts and showed that restriction on all types of motor vehicles was the status quo rather than a prohibition against a particular type or class of vehicle.

FACSIMILE OF A PRESENT REPORT WHICH MIGHT BE DERIVED FROM A DATABASE QUERY

3/24/88 6:32:43 PM Database ORDERS Report EXCEPT Page 1

WHAT ARE THE VARIOUS TYPES OF EXCEPTIONS TO VEHICLE CLOSURES AND HOW MANY OF EACH TYPE OF EXCEPTION ARE THERE?

Exception	#
Standard*	640**
Designated Routes	17
Developed Rec Sites	8
Snowmobiles and Class I ATVs on snow	365
Over-the-Snow vehicles on Designated Routes	6
Snowmobiles only	5
Seasonally Opened Roads	5

---

* Standard exceptions are: Persons with a permit specifically authorizing the prohibited act or any Federal, State or Local officer or member of an organized rescue or firefighting force in the performance of an official duty.

** The total number of orders in the database is 640 orders and the standard exceptions apply to all. The rest of the exceptions listed apply in addition to the standard exceptions.

(Facsimile report showing a summary of reasons, prohibitions, period and exceptions listed in database)

REASON	PROHIBITION	PERIOD	EXCEPTION
PUBLIC SATETY			
Route not designed for use	MOTOR/MECH. VEH. STOCK	YEARLONG	STANDARD*
Unsafe terrain for use	MOTOR/MECHANICAL VEHICLES	YEARLONG	STANDARD
High use - traffic - congestion	VARIABLE	PEAK SEA.	STANDARD
USER CONFLICT			
Winter motorized snowplay area	MOTOR VEHICLES	12/1-3/31	SNMB/ATVI*
Trail vehicle use area	MOTOR VEHICLES	YEARLONG	ATVI*
Special-Use Permit area	MOTOR VEHICLES	YEARLONG	STANDARD
Special Interest Area	MOTOR VEHICLES	YEARLONG	STANDARD
Intensive recreation area	MOTOR/MECHANICAL VEHICLES	YEARLONG	SNMB/ATVI
Nonmotorized Recreation experience	MOTOR VEHICLES	YEARLONG	SNMB/ATVI
Nordic Trail System	MOTOR VEHICLES, DOGS	12/1-3/31	STANDARD
Groomed snowmobile trail	MOTOR VEHICLES	12/1-3/31	SNMB/ATVI
Hiker/Horse Trail	MOTOR/MECHANICAL VEHICLES	YEARLONG	STANDARD
Non-motorized hunting opportunity	MOTOR VEHICLES	HUNT SEA*	STANDARD
RESOURCE PROTECTION			
Reduce big game harrassment on winter range	MOTOR VEHICLES	12/1-3/31	STANDARD
Reduce big game harrassment during calving season	MOTOR VEHICLES	2/1-4/1	STANDARD
Reduce big game harrassment while rearing young	MOTOR VEHICLES	3/1-7/31	STANDARD
Provide big game escapement opportunity	MOTOR VEHICLES	HUNT SEA.	STANDARD
Reduce impacts on S,T&E bird species during nesting and rearing	MOTOR VEHICLES	3/1-8/31	STANDARD
Reduce impacts on S,T&E mammal species	MOTOR VEHICLES	YEARLONG	STANDARD
Prevent distruction of S,T&E plant species	MOTOR VEHICLES	YEARLONG	SNMB/ATVI
Maintain old growth for vegetative diversity and genetic variety	MOTOR VEHICLES	YEARLONG	SNMB/ATVI
Provide old growth habitat for dependant wildlife species	MOTOR VEHICLES	YEARLONG	SNMB/ATVI
Maintain Wilderness character on Wilderness access route	MOTOR/MECHANICAL VEHICLES	YEARLONG	STANDARD
Maintain character of undeveloped recreation management area	MOTOR VEHICLE	YEARLONG	SNMB/ATVI
Prevent soil erosion	MOTOR/MECHANICAL VEH, STOCK ?	YEARLONG	SNMB/ATVI
Prevent soil compaction	MOTOR VEHICLE, STOCK	WHEN WET	SNMB/ATVI
Prevent increased sediment load	MOTOR/MECH. VEH. STOCK, FIRE	YEARLONG	SNMB/ATVI
Maintain water quality within municipal watershed	MOTOR/MECH. VEH. STOCK, FIRE	YEARLONG	STANDARD
Prevent damage to fragile vegetation	MOTOR/MECH. VEH. STOCK, FIRE	YEARLONG	STANDARD
Prevent damage to special research projects or study areas	MOTOR VEHICLES	YEARLONG	DESIGNATED*
Protect facilities, prevent theft, reduce maintenance costs	BEING ON PREMISES WITHOUT AUTH.	YEARLONG	STANDARD
Prevent unsanitary condition to exist	CAMPING, LITTERING, DUMPING	YEARLONG	STANDARD
Maintain visual quality objectives in highly visible areas	MOTOR VEHICLES, CAMPING	YEARLONG	STANDARD
Reduce risk of man-caused fires during extreme fire danger	HAVING FIRE IN AREA	FIRE SEA.	STANDARD

* STANDARD = By permit, emergency vehicle or officer in performance of duty.
SNMB/ATVI = Snowmobiles and class I all-terrain vehicles on sufficient snow to protect underlying vegetation and soil.
ATVI = Class I all-terrain vehicles.
STATE = In accordance with Cooperative Agreement with ODF&W, as published in hunting regulations synopsis.